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13 January 1954

MEMORANDUM FOR: Acting Deputy Director (Administration)
JRM
SUBJECT: [REDACTED]
: Agency Housekeeping Services

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REFERENCE : Staff Study Dated 22 December 1953 to the Acting
DD/A from the Acting Management Officer

1. The referenced study contains almost the identical proposal included in your memorandum of 10 August 1953 (Appendix A). In reply to this proposal, our memorandums of 12 August 1953 (Appendix B) and 19 August 1953 (Appendix C) were written. The referenced study does not consider the questions raised in these replies, nor our response of 25 July 1953 to your memorandum of 22 July 1953.

2. The referenced study is in error in the following respects:

a. Paragraph 2a states that:

"The General Services Office has Agency-wide responsibility for the following services:

- ✓ Printing and Reproduction
- ✓ Machine Records
- ✓ Records Management
- Mail and Courier"

The above statement is in error for the following reasons:

(1) The printing and reproduction function for DD/P overseas is performed by the Technical Services Staff.

(2) Clandestine Services Instruction No. 110-4 dated 8 December 1952, in paragraph 1a, states that "The Chief, Records Integration Division, FI is responsible for the over-all administration of the DD/P Records Management Program". Our contact in DD/P in connection with the records program is the Chief, Records Integration Division, FI, in Headquarters. FI issues records regulations to the field without coordinating them with the General Services Office.

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(3) The mail and courier function in the General Services Office is purely departmental. RI performs the mail and courier functions for DD/P internally in the departmental area, and, we assume, is responsible for this function overseas, since they are responsible for the handling of all pouch material to and from overseas field stations.

b. Paragraph 2d is in error, in that only 44 per cent of the work performed by the Machine Records Branch (rather than 75 per cent as claimed in the study) is for the Office of the Comptroller. (See Appendix D)

c. Annex E of referenced study is in error in that only [redacted] positions within the ceiling of the General Services Office were transferred to the Logistics Office in the reassignment of the Motor Pool function. Annex E states that [redacted] positions were transferred. Therefore, the total number of positions authorized under the General Services Office present ceiling is [redacted] which, less the nine encumbered positions which the study recommends abolishing, would be [redacted] as indicated in the study.

3. Other comments in connection with the study are as follows:

- a. It should be pointed out that at no time during the study by the Management Improvement Staff was the General Services Office contacted. In addition, that staff has never conducted a survey of General Services activities and therefore is unfamiliar with the workloads, services and problems confronting the activities of this Office. It is not feasible for an objective study to be conducted in this manner, particularly when the abolition of specific positions is proposed. Also, positions similar to the two administrative positions involved, GS-11 and GS-7, would undoubtedly be required by the Offices of the Comptroller and Logistics if the proposal in the referenced study is approved, as the administrative details in connection with the number of positions involved are extensive.
- b. Paragraph 2c(1) claims a relationship between the function of the Printing and Reproduction Division and that of the Logistics Office. Under present organizational responsibility, there is no such relationship, no conflict, and no duplication of effort.

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- c. Paragraph 2c(2) fails to recognize an overall records management program as being separate and distinct from methods and procedures work. Records Management is a distinct field of administration in the same way that Personnel, Finance, Logistics, and Security are. Each such activity has its own techniques, methods and procedures. It is incorrect to assume that there is any duplication between the records management work and that work performed by an Organization and Methods Staff. The observations of the Hoover Commission, as quoted in paragraph 8c of this memorandum, are inconsistent with the findings of the study.
- d. The fourth paragraph of 3, "DISCUSSION", admits that two of the three elements, as the Acting Management Officer has defined records management, do not belong to the Office of the Comptroller. However, since records management involves surveys, it is his opinion that this phase of the program belongs to the Management Improvement Staff. Of course, this represents divided responsibility, which is universally recognized as bad organizational structure.
- e. At the present time there is only one field activity in Machine Records, which is on [REDACTED] and at present is performing a support function for the Logistics Office.
- f. In view of the above, it appears that the premises on which this study is based are in error and, therefore, the conclusions and recommendations must be in error. The study represents compliance with the direction of your memorandum dated 10 August 1953, rather than being one independently undertaken and based on sound organizational principles.

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4. As pointed out in paragraphs 2a and 3a above, all of the present functions of the General Services Office are departmental, with one minor exception. When the General Services Office was established by the Deputy Director (Administration) in August, 1952, the concept of organization was to assign departmental functions to the General Services Office and functions primarily concerned with field support to the Logistics Office. This condition has not changed. The departmental area requires a number and a great variety of services in the support of [REDACTED] personnel in Headquarters. It would seem wise to consider the strengthening of the General Services Office as a departmental support activity either within or outside the Logistics Office, somewhat equivalent to a Post-Commander, at least insofar as services support is concerned. The recommendation for a separate General Services activity was made by the Chief of Logistics

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in his memorandum dated 22 July 1953, by the Comptroller in his memorandum of 29 July 1953, and by the undersigned in memorandum of 25 July 1953. Since three major activities under the DD/A are of the same opinion and at least two of the activities are familiar with the requirements of departmental support, it would appear that these opinions should be given more weight and consideration in arriving at a decision. We are convinced that if a thorough study of the Logistics Office and the General Services Office could be made in line with this basic principle, that greater economies than those claimed in the referenced study could be achieved.

5. The weight of opinion of those with whom we have discussed this problem is that the Logistics Office is already heavily burdened in the performance of their existing functions; and, therefore, to add additional functions to that Office without supervision at an appropriate level may result in serious failure of a number of the activities.

6. Also to be considered is that the General Services Office, as presently organized, has been able to provide more than adequate service, while at the same time accomplishing savings during the past twelve months in excess of \$500,000. Continuity of operation and supervision has some value. This value could be lost by complete abolishment of the General Services Office.

7. For the above reasons, it is our opinion that the study does not represent a thorough investigation nor considered opinions of the problem. If it is the desire of the Acting DD/A to abolish the General Services Office, then we recommend that it be placed in its entirety under the Logistics Office, and that the title of that Office be changed to the Office of Logistics and Services. The economies proposed in the study can be over-emphasized, and the effectiveness of the program, particularly, the records program, is of greater importance. There is no direct relationship between the records program and the functions performed by the Office of the Comptroller, in that the Office of the Comptroller is primarily concerned with financial functions and the records program has as its objectives: (a) economy in the utilization of space, (b) economy in the utilization of supplies and equipment through standardization, and (c) maximum efficiency in the utilization of reference material. If a relationship does in fact exist, it can be seen from these objectives that the program is more related to the Logistics Office than to the Office of the Comptroller.

8. If the recommendation contained in paragraph 7 above is not considered to be of value, it is recommended that the following actions be taken in lieu of those contained in the referenced study:

- a. The Space, Maintenance and Facilities Division become a branch of the Real Estate and Construction Division, Logistics Office, inclusive of Positions Nos. 424 and 413.

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- b. The Printing Advisory Staff and the Printing and Reproduction Division be merged and that the former become a staff activity of the latter under the Logistics Office.
- c. The Records Services Division be transferred intact with Division status under the Logistics Office.

If the present functions of the General Services Office are to be extended to overseas activities in the fields of Printing and Reproduction and Records Services, then these recommendations should be given very serious consideration, as, under these circumstances, all of the activities of the Logistics Office would have Agency-wide (i.e. departmental and field) support responsibility.

The reasons for these recommendations are as follows:

- a. The economies recommended by the referenced study in the Space, Maintenance and Facilities Division, are not practical of accomplishment because of the workload and problems now confronting this Division. The workload of this activity will continue in its present volume for at least a twelve month period and every individual assigned to this Division at this time is fully occupied.
- b. The Printing Advisory Staff and the Printing and Reproduction Division supplement each other and the former would become ineffective over a period of time in dealing with problems which would be of benefit to the Printing and Reproduction Division and to the Agency as a whole. In consideration of certain comments by [REDACTED] Staff Member of the Joint Committee on Printing, I believe you will agree that the association of [REDACTED], Chief, Printing Advisory Staff, with the Printing and Reproduction Division is of considerable advantage. If the Staff is made a part of the Division, unlimited benefits will result.
- c. The Records Services Division, as presently constituted, represents a concentration of the functions dealing with records problems of the Agency. The Division is now comprised of [REDACTED] positions. CIA is a records agency, and its problems in this field are tremendous. Much has been accomplished since this Division was organized a couple of years ago, but a great deal remains to be accomplished. The separation of the records activities and their distribution in the manner recommended by the referenced study will have serious effect upon the

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Agency in this field. Records management is an administrative field per se, and is recognized as such throughout industry and Government. There is no genuine conflict between it and the functions of the Management Improvement Staff, since that staff deals with administrative functions across the board and does not need to exercise direct control over the activities of this Division in order to make use of its services. The types of services performed by Records Analysts are not in duplication of those performed by Management Analysts, as each involves different techniques, knowledge, and ability. This same conclusion was reached by the Hoover Commission, as evidenced by the following statement from their Task Force Report on Records Management written in January, 1949:

"In some agencies, it has been assumed that the existence of more or less well-equipped planning offices, methods and procedure units, or management-control staffs will in time at least provide the required economies and improvements in records management within the agency. This assumption is not warranted by the experience in the Government to date, nor is it warranted by experience in industry. Exceptions are sufficiently limited to underscore the fact that this assumption is honored more in the breach than in the observance."

In addition, the Machine Records activity is a service of a records management nature and will eventually have greater responsibilities, particularly in the field of logistical records, and, perhaps, in connection with operational records problems. This activity is a means of carrying out the records program and for that reason should be retained as part of the Records Services Division. It is our considered opinion that the splitting of these activities would do irreparable harm to the Agency-wide records problem.

9. The above statements are honest, sincere, and objective, and, we believe, represent the thinking of those who are familiar with the functions now performed in the General Services Office. To reiterate, we recommend, in the light of the comments contained herein, that the following be considered in the order in which they are listed:

- a. That the General Services Office be continued, with the addition of such activities in the services field as are performed primarily for departmental support.

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- b. If the recommendation in 9a is not adopted, that the General Services Office be transferred intact to the Logistics Office.
- c. If recommendations 9a and 9b are not adopted and it is the desire to abolish the positions of the Office of the Chief, General Services Office, while we do not consider it wise nor necessary, that the recommendations contained in paragraph 8 above be accepted and approved.

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Chief, General Services Office

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Deputy Chief, General Services Office

Attachments:

- Appendix A - cc memo dtd 8-10-53 fr Acting DD/A
- B - cc memo dtd 8-12-53 to Acting DD/A fr Chf, GSO
- C - cc memo dtd 8-19-53 to Acting DD/A fr Chf, GSO
- D - Statistical report re utilization of Machine
Records Branch fr [REDACTED]

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